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Southeast Portland Housing Plan

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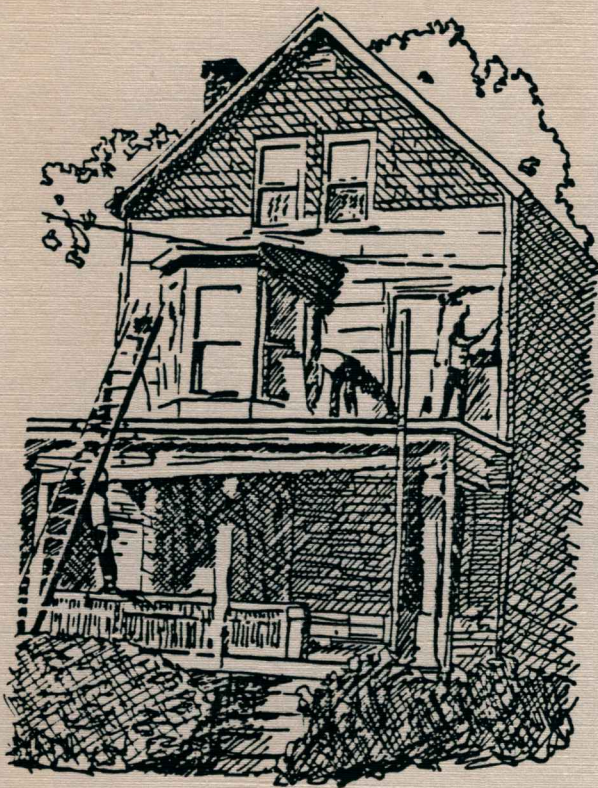
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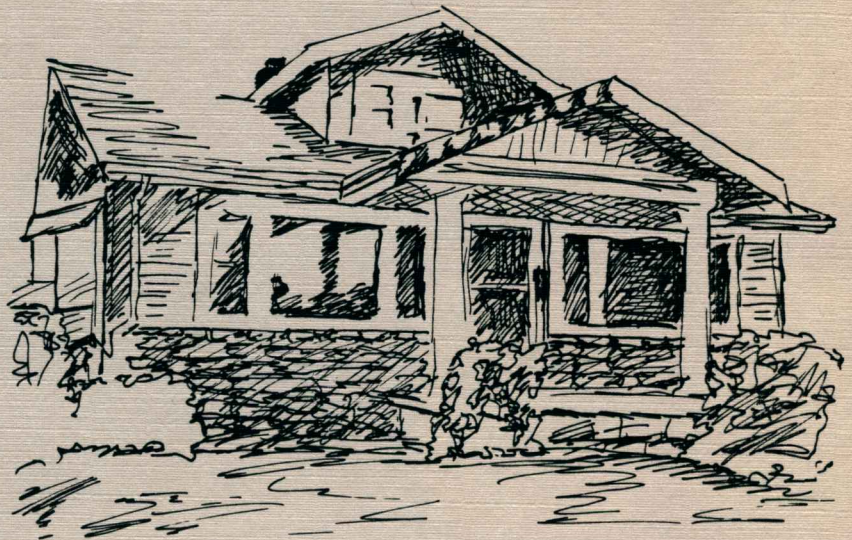
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**SOUTHEAST
PORTLAND
HOUSING
PLAN**

**MASTERS OF
URBAN PLANNING
STUDENTS**



Portland State University Winter 1989

ACKNOWLEDGEMENTS

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WHY PLAN FOR HOUSING?

Housing means different things to different people. To some, housing is a home where they can raise a family, to others it is merely a structure possessing economic value. Despite all of its differing roles, housing is a basic societal building block; a scarce resource we must allocate equitably and efficiently.

Before a course of action can be defined, the problems and opportunities facing Southeast housing need to be assessed. For example, issues such as housing affordability and quality were studied in detail. The plan recognizes opportunities to tap available resources within the area, and presents a course of action for addressing these issues. It serves as a springboard for Southeast Portland citizens to take responsibility for best utilizing available resources, such as rich housing diversity and available land, to revitalize their neighborhoods.

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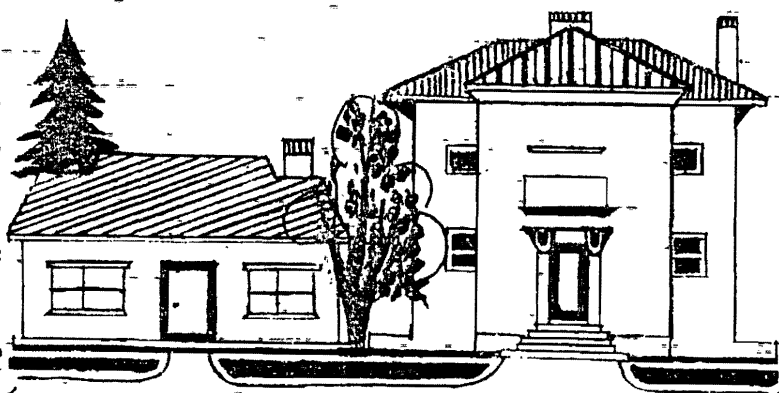
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INTRODUCTION AND HISTORICAL OVERVIEW

INTRODUCTION

This project is a part of the 1989 Comprehensive Planning Workshop, the capstone of the Graduate Urban Planning curriculum at Portland State University. The goal was to develop a Regional Housing Plan for Southeast Portland. Southeast Uplift Neighborhood Coalition, a non-profit organization offering administrative and technical support to Southeast neighborhood associations and other citizen groups, agreed to cooperate in this endeavor. The goal and policies of this plan are those of the graduate students in the Master of Urban Planning program.

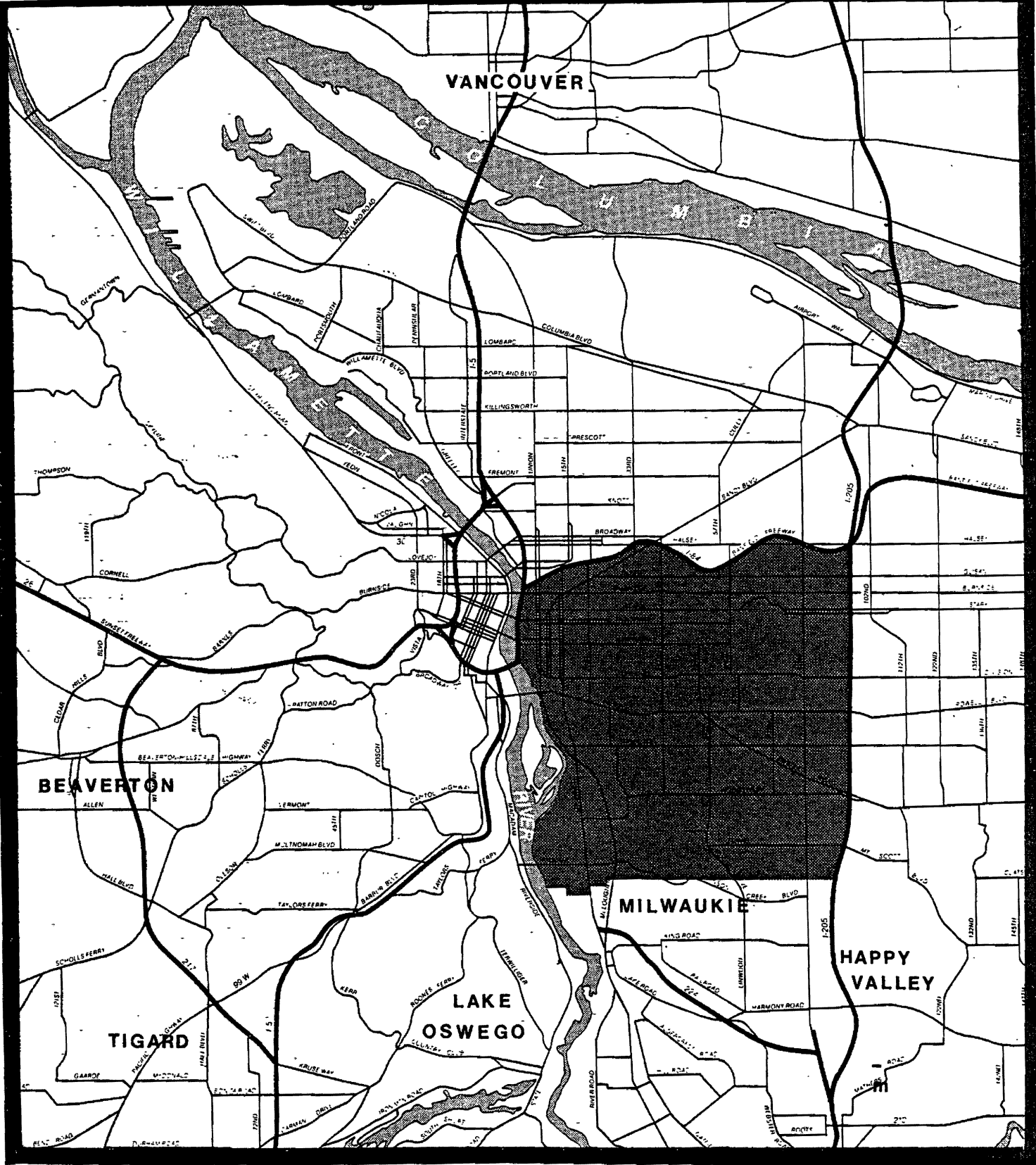
The planning area, nearly coinciding with the neighborhoods Southeast Uplift represents, is bounded by the Willamette River to the west, I-84 to the north, (including that area north of Burnside Street with Northeast addresses), I-205 to the east and the Portland city limits to the south. The physical barrier posed by I-205 created a logical boundary for our planning area. This differs from the Southeast Uplift boundary which encompasses neighborhoods east of the freeway.

Beginning in October 1988, the students conducted the preliminary data gathering and analysis of housing issues in Southeast Portland. The charge given the students was to define and analyze both short and long term housing problems and related issues in Southeast Portland, and to identify actions that would offer alternative outcomes. The issues separated into two general areas: physical housing stock and demographics.

A comprehensive database was compiled from the 1980 Census utilizing over 1100 variables. These variables underwent statistical analyses, supplemented by other research techniques involving citizen input and field observation. The entire body of research revealed significant geographical distinctions in the region in relation to housing issues, and led to the formation of five separate planning districts within Southeast Portland.

Following this research stage, planning goals and recommendations were formulated. The overall plan goal for Southeast Portland is to *reaffirm the right to quality, affordable housing as a pre-condition to individual and social well-being, cultural diversity and neighborhood identity*. Four policy areas were selected to address this goal; Housing Quality, Housing Affordability, Neighborhood Focus and Urban Services and Facilities. Each policy is comprised of several objectives, which in turn contain recommended actions for achieving these objectives. The actions are presented with reference to specific planning districts for implementation.

The planning process has culminated in the production of three documents; the Regional Housing Plan, the Background Report, and a model planning process. The regional plan includes an historical overview and a vision of what Southeast Portland may look like in the year 2040, in addition to the recommended actions. The Background Report, designed to support each of the plan's four policies, contains data, analyses, and a description of the methods used in those analyses. A unique document, *Six Steps to a Neighborhood Housing Plan*, outlines a model planning process which enables individual neighborhood groups to assess housing needs in their community, and to create a tailor-made housing plan.



VICINITY MAP



North

Historical Overview of Southeast Portland

The history of Southeast Portland's development is inextricably linked with housing. Providing citizens with places to live has traditionally been the region's biggest role. The City of East Portland (present-day inner-Southeast Portland), laid out by James Stephens in 1851, aspired to challenge the commercial, industrial, and maritime dominance of the western-bank city of Portland. Stephens took his first step by receiving a charter from the Territorial Government in 1853 to run the Stark Street Ferry. Over the next 30 years development ensued, including a sawmill, a railcar shop, and in 1883, the western terminus of the first transcontinental railroad heading to Portland. Despite these advances, East Portland never successfully challenged its rival across the Willamette. The residential character of East Portland began to develop rapidly in the latter third of the century as Stephens began to sell off the land he owned in East Portland to offset business losses. An overwhelming majority of residents voted to merge with Portland in 1891.

Although Southeast Portland is comprised of 22 diverse neighborhoods, many share common themes in their historical development and identity. Each has its own implication for the comprehensive housing plan. Buckman, for example, evolved as East Portland expanded eastward, while street car extensions and the advent of the automobile spurred the isolated development of others, such as Montavilla and Eastmoreland.



Other historical issues include zoning and neighborhood and resident characteristics. Past zoning schemes have a great influence on what a neighborhood looks like today. Zoning in the Buckman neighborhood during the 1950s almost destroyed the neighborhood. Buckman, by 1957, was zoned mostly multi-family and much of the single-family housing stock was destroyed to take advantage of this up-zoning. Many multi-family unit owners allowed their units to deteriorate causing neighborhood decay. By 1970, 80 percent of Buckman's housing units were multi-family.

Knowing the composition of a neighborhood, including its residents, provides useful information as to what needs to be done and what the future may hold. One such example is the Brooklyn neighborhood where commercial and industrial pressures are at loggerheads with the neighborhood's residential needs.

This situation is nothing new, however. Commercial and industrial activities have long been a part of the neighborhood. Between 1900 and 1915 one finds a brick works, ladder works, sausage factory, and boiler works all in operation in Brooklyn, in addition to the Brooklyn railyards. In fact, Brooklyn over the years has provided housing for workers at the railyard and other area industries. This past evidence suggests that these opposing forces have the potential to co-exist. If Brooklyn had traditionally been a primarily residential neighborhood, such pressures would mean something quite different. For example, if Sunnyside were to experience the industrial development which has occurred in Brooklyn, it would, over time, lead to its demise as a residential area.

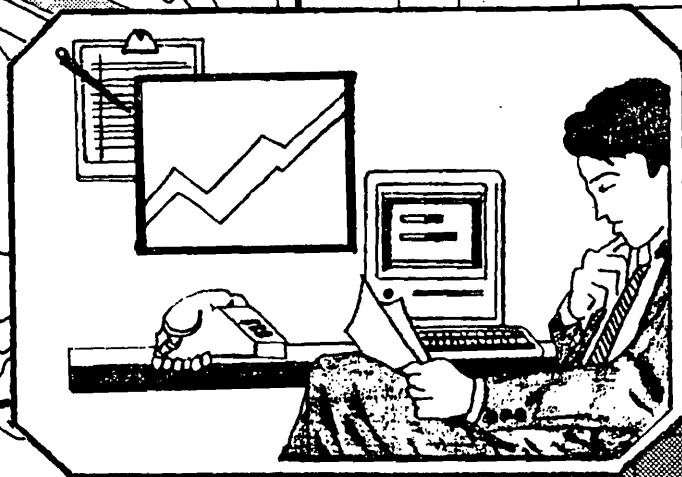
Ethnicity, too, has played a role in the development of the Southeast Portland community. Most early residents in Southeast were predominantly of European descent, influencing local neighborhood development as housing characteristics, design, and neighborhood business services developed around their needs. The 1980s have seen an

influx of Southeast Asian residents in some areas of the region, whose impact will no doubt be felt in the Southeast community. In one locale it may be a Vietnamese grocery; in another it may be a Buddhist temple.

Southeast Portland's rich history shows that one of the area's primary urban functions is to provide housing for the region. Buckman and Sunnyside developed originally late last century as neighborhoods for working class families who commuted daily to work downtown. The Mount Tabor-South Tabor area originally developed in response to the needs of local farmers. As the farms grew and employed more workers, the area began to house these workers. In the Hosford-Abernethy neighborhood, PGE President, Franklin Griffith, and *Oregonian* Editor, Paul Kelty, were among those who originally inhabited the stately homes of Ladd's Addition.

Residential communities in Southeast Portland are a part of our city's heritage. As a result of the friction caused by the various competing land use needs in Southeast Portland in recent decades, the creation and demolition of housing has sometimes resulted in missed opportunities. For example, in 1968, Southeast Portland lost its largest tourist attraction, and valuable community open space, when Lambert Gardens, in the Reed neighborhood, were replaced with a 30-acre apartment complex. This and other recent occurrences such as industrial/commercial encroachment underscore the need to carefully plan and guide the housing supply. Such guidance will facilitate efforts to provide adequate housing and yet preserve the communities' resources. What we hope to accomplish with this comprehensive housing plan for Southeast Portland is to preserve Southeast Portland's historical role as a residential area while developing a more harmonious and interdependent relationship between housing and other land uses.





FINDINGS

Housing and Demographic Profile

There is a wide diversity in both the physical housing stock in Southeast Portland, and in the population served by that stock. Housing varies in size, age, quality, value and density. Generally, the largest, oldest, and most densely located housing is in the Inner Southeast neighborhoods, while smaller, newer and larger-lot housing is located further to the east and south. Housing quality varies greatly throughout Southeast; often well maintained housing occupies the same block with homes in need of rehabilitation. Though there is a significant proportion of rental housing units in Southeast (44%), it is consistent with the city average. Southeast Portland's diverse mix of housing is one of the Portland's greatest assets, but the maintenance of quality housing remains a challenge.

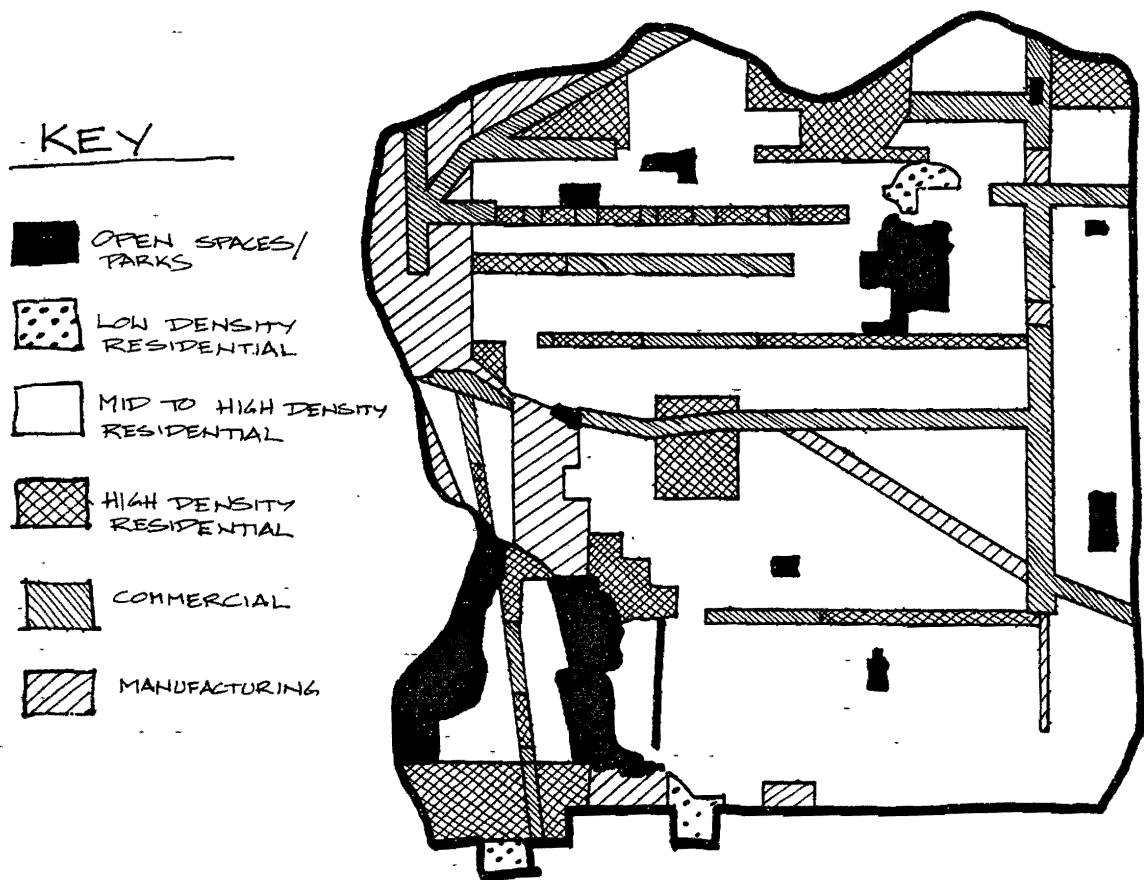
Demographic issues in Southeast Portland raise a number of issues related to housing. Future stock must respond to current trends such as the aging of the population, increases in the number of single-parent households, and the growing ranks of the poor. Although increases in the population of these and other special needs populations in the Southeast Portland are consistent with city and national trends, they are indicative of changing housing needs.

- There are 67,132 total housing units (1980 census) in Southeast Portland. This represents 36.4% of the total units in the City of Portland.
- Single-family units represent 65.2% of the housing stock in Southeast and multi-family 34.8% of the total .
- Almost half of the total housing stock is at least 50 years old.
- Only 12% of the housing has been constructed in the last 20 years.
- Between 1980 and 1986, only 884 units have been built.
- Two-thirds of the total stock is single family housing, 20% of which is renter occupied.
- One-third of the total housing units are multi-family--11% are in buildings with 2-4 units while 21% are in larger apartment buildings.
- The Mayor's Task Force on Vacant and Abandoned Houses identified 2300 vacant single family houses in Portland, 41% of them in Southeast.
- Southeast Portland is home to 150,000 residents, approximately 40% of the city population.
- In 1985, 18.8% of the Southeast population was over the age of 60.
- Female-headed, single-parent families made up 5.6% of the total households in Southeast. The number of single-parent households in Portland increased 23% from 1970 to 1980.
- 7.1% of the households had median income under 75% of the poverty level.

- Approximately 90% of the population is white. Since the 1980 census, Southeast Portland has noted an increase in its Southeast Asian population.

Source: 1980 Census of Population and Housing
METRO Regional Factbook, 1980-86

More detailed information related to housing stock and demographics is available in the background report.



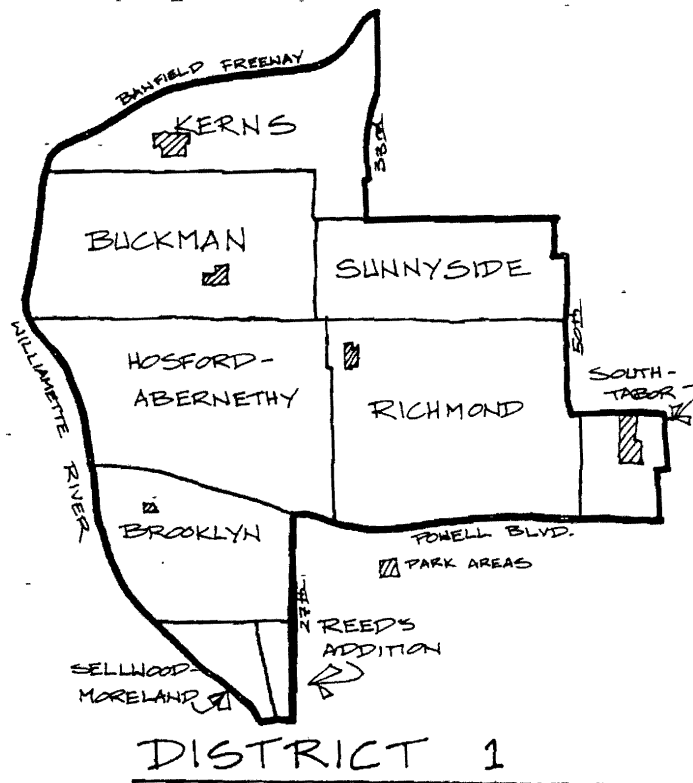
GENERAL LAND
USES

A TOUR OF SOUTHEAST PORTLAND

Census data, zoning maps, and statistical analyses provided the essential foundation for developing this comprehensive housing plan, and led to the formation of five separate planning districts. The following represents a summary of the visual qualities and character of each planning district. Students spent many hours in the planning districts - recording impressions, taking photographs, and talking with district residents. The district descriptions that follow provide a summary of those impressions. We have attempted to use words to draw, with broad brushstrokes, a picture of each unique district.

PLANNING DISTRICT 1

Planning District 1 is the largest of the 5 planning districts. It encompasses the Kerns, Buckman, Sunnyside, and Hosford-Abernethy neighborhoods, as well as portions of Foster-Powell and Sellwood - Moreland. The area is characterized by relatively intense development of an eclectic mix of housing, some of it historical, which adds to the perception of a lively urban environment. Housing maintenance and quality varies from block to block (and in some cases from house to house). There is little park or open space - one of the largest parks, Powell Park, is virtually inaccessible to residents, surrounded on one side by industrial uses, and on the other by Powell Boulevard. Industrial expansion into the residential areas of Kerns, Buckman, and Hosford-Abernethy areas from the industrial district to the west is apparent. The sight of Victorian homes situated on both sides of a new auto repair shop is not uncommon. New concrete prefabricated warehouses - many of them with "for lease" signs indicate current pressure for industrial and commercial development. The Brooklyn neighborhood is bisected by the rail line and Tri-Met office and yards. The residential portions of Brooklyn appear to be squeezed by industrial growth along 17th Avenue and commercial growth along Powell Boulevard, while the northern portion of Milwaukie Avenue lacks identity.



As we cross the Hawthorne Bridge from downtown Portland and enter Southeast Portland, we notice the contrasts between the two sides of the Willamette River. The Central Eastside Industrial District, which extends from the east bank of the river to 12th Avenue, consists of predominantly low-rise buildings, some of them taking up an entire block. Even though there are vacant lots in the area and open space - there is little greenery and few amenities. Large trucks unload in the narrow streets. Noise from the interstate freeway makes conversation difficult in the open space along the riverbank to the west.

There is little housing in this area - a pocket of classic Victorian homes on 7th Avenue. Poorly maintained homes, many of them wooden-frame 2-story, are interspersed with businesses. Some residences have been converted to commercial uses. Along Grand Avenue and the Morrison Bridgehead is an area of attractive brick buildings, with retail on the ground floor and apartments above.

Travelling east from 12th Avenue through Ladd's Addition, we find an area of 2 to 3 story homes. Shade trees, some of them stately elms, line the streets in much of the area. Rose gardens interrupt the diagonal street system. People are on feet and on bicycles throughout the area - children are playing on wooden play structures at the local school. Directly to the east sits Colonial Heights. Mid-way up Harrison Street, we turn west and see the outline of the Portland skyline. Homes in the area are well-maintained with a mix of housing styles - English cottage, Tudor, and bungalow. The area is densely developed, with large homes on small lots, and little open space. Despite the lack of public open space, the well-tended yards and gardens, street trees, and narrow streets, lend to the perception of tranquility and stability.

The shopping area on Hawthorne Boulevard appears busy. A few people jaywalk at mid block, jogging through four lanes of traffic, while another group waits at the crosswalk for the light to change. Across Hawthorne, the housing changes. There are more apartment houses and duplexes mixed in with the large homes. The old style brick courtyard apartments look good - they have charm that most of the newer complexes lack. Old Victorians, Craftsmen, bungalows, row houses - there is a richness in the variety of housing here. Many large homes have 5 or 6 mailboxes near the front door, indicating conversion to apartments. Pockets of well-tended homes are mixed with homes badly in need of repair. Stray shopping carts rest on parking strips. Landscaped traffic circles mark some intersections. East of 39th between Belmont and Hawthorne there is a mix of large wood-frame homes, and small cottages. Near the intersection of Sandy and Burnside, more conversions of houses from residential to commercial use are apparent.

Heavy traffic streets, both north-south and east-west run through Planning District 1. We see evidence of truck traffic close to Powell Boulevard and in the residential areas just east of the industrial area. A railroad line bisects the southern part of the district. In the area south of Division and east of 12th Avenue-Milwaukie Avenue, all the way to Holgate, there are signs of conflicts between residential and industrial uses - truck traffic on the streets and large trucks parked near homes. There are more homes with rubbish in the yard and cars on blocks on the street. We see boarded up and broken windows here. Graffiti - colorful and shocking - appears on businesses and underpasses

Near Milwaukie Avenue, children are playing in a small park. The homes to the west are small and well-cared for. The area between Milwaukie Avenue and McLoughlin has many tidy houses and yards. Despite the proximity to Powell and McLoughlin the area is quiet and there is little traffic on the streets. It feels like a neighborhood. From some points you can see the trees of Ross Island and the river, and the skyline beyond the Ross Island Bridge.

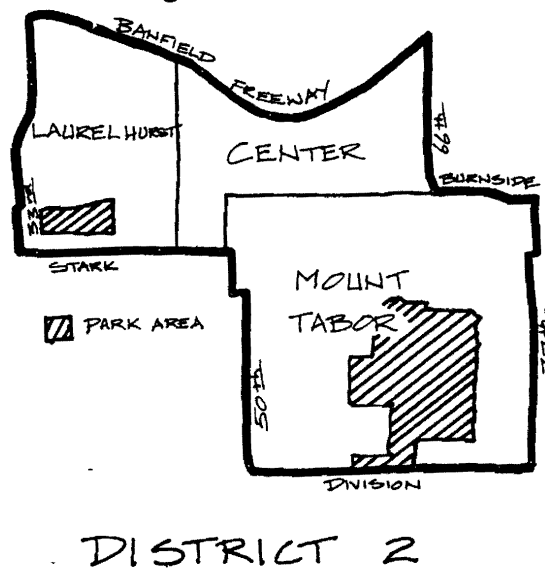
PLANNING DISTRICT 2

Planning District 2 encompasses the Laurelhurst, CENTER, and Mt. Tabor neighborhoods. It is anchored at both ends by large residential developments characterized by distinctive housing, and large public parks that lend identity to the neighborhoods around them. The CENTER neighborhood seems to provide more modest housing that serves as a transition between the two areas. Other than Providence Hospital, this neighborhood lacks a sense of identity or focus. Planning District 2 lacks a commercial

district with a strong identity, although it is close to both the Hawthorne and Hollywood districts.

As we drive through the stone pillars that mark the Laurelhurst neighborhood, along the western edge of our district 2, we get a sense of stability and prosperity. A large brick colonial mansion overlooks Laurelhurst Park, and captures a view of tall fir trees, rolling green lawns and ducks swimming in a pond. Across the street, large English Tudor and cottage style homes line the street. The houses, of 1920s vintage, are set back from the street on sloping green lawns.

As we head north and east through Laurelhurst, the character of the neighborhood changes. Lots are smaller, and the homes, less elegant but well-built and well-maintained, are situated closer to the street. Wide tree-lined streets gently curve through the area - a contrast to the straightforward and traditional grid-system common to southeast Portland. Four lanes of traffic cut through the Laurelhurst neighborhood on 39th Avenue, one of the few north-south corridors in Southeast Portland. Another stone gateway at 39th and Stark, and a large traffic circle at 39th and Glisan reminds drivers they are traveling through a stately residential development.



Heading east from Laurelhurst, just a few blocks from 39th, the curving tree-lined streets give way to a narrower, grid-system of roads. Homes are smaller, more modest with less architectural detail. This is the CENTER neighborhood. There are more people out on the street here - raking their lawns or washing cars - than there were on the streets of Laurelhurst. The Providence Hospital complex of multi-storied brick buildings and parking structures stretches for blocks along Glisan, and dominates the area. Traffic backs up on Glisan as cars attempt to make turns into the parking lot.

Within range of the steady roar of traffic on the Banfield Freeway, we find a large apartment complex of 1950s vintage, undistinguished by its flat roof, brick facade and aluminum siding. Only a wood slatted chain link fence separates the apartments from the freeway.

Most of the homes in the area are tidy and well-kept. There are sporadic cases of cupped roof shingles, chipped paint, and rusted and twisted gutters. We continue southeast from the CENTER neighborhood to Mt. Tabor, which wraps around planning district 2 at its eastern and southern borders.

In Mt. Tabor we find an eclectic mixture of large turn-of the century and 1920s homes, and contemporary homes built over the last 40 years. Some of the homes, possibly built in the 1950s and 1960s, would have been considered ultra-modern for their time. Atop Stark Street we find a large, recently painted three-story home, gracing a large corner lot. We can almost picture it there in the early 1900s when it was built, probably the only house for blocks, surrounded not by small, more modest homes as it is now, but by grounds and a carriage house. Subdivision must have occurred in the 1920s or 1930s, judging from the style of the homes nearby.

On the north-facing side of Mt. Tabor is a cluster of large brick and wood-sided contemporary homes, built within the last 40 years. From where we stand we can appreciate panoramic views of that the residents have of the city skyline, Vancouver, and on a clear day, Mt. St. Helens and Mt. Hood.

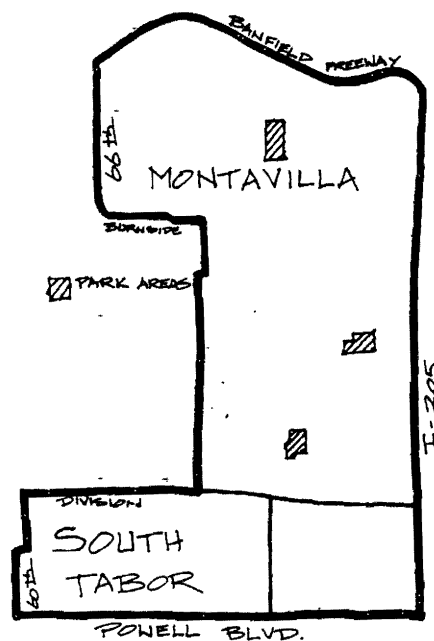
The variety of architectural styles within the Mt. Tabor area suggests that development has continued from 1900 to the present, as different architects and builders imprint their style, representative of a particular era, on the neighborhood. There is little commercial development in the area - Belmont Street near the old Portland Adventist Hospital, now a nursing home, still retains the charms of a real ice cream fountain in a corner pharmacy. Traffic is surprisingly heavy on the street - perhaps from commuters avoiding even heavier traffic on Stark Street.

Mt. Tabor is best known for the large city park located on it's peak. Automobile traffic through the residential area to and through the park is heavy. A development of newer homes is evident at the western base of Mt. Tabor. Joggers make their way around a large reservoir near Division Street that has been suggested as the site for an elderly housing development.

PLANNING DISTRICT 3

Planning District 3 is the smallest of the five planning districts. It encompasses the Montavilla and South Tabor neighborhoods. The housing west of 82nd appears to be better maintained than the housing just to the east of 82nd. Unimproved roads and lack of sidewalks in some areas detract from the neighborhood. Montavilla Park provides one of the few areas of open space in the area. New street trees are apparent on 82nd, a visible sign of increased attention to improving the appearance of the street. I-205 serves as the eastern boundary of the district, serving as a barrier between Montavilla and its eastern neighbor.

As we enter planning district 3 at the corner of 52nd and Division, in the South Tabor neighborhood, we note the brisk, but not heavy, flow of traffic heading east. Mt. Tabor provides a scenic backdrop to the Warner Pacific College complex that is situated among a mixture of residential, mostly small multi-family, and commercial uses along Division. Few pedestrians are on the street in the area.



DISTRICT 3

We head south of Division onto the side streets, and find that the area between 60th and 67th is one of well-kept homes - one and two-story bungalows from the post-war era. Most are surrounded by small yards and encircled with fences. There are bicycles and toys in the yard, although we see no children about. Some of the east-west cross streets in the area need improvement.

Moving east on Clinton Street, we find some partially improved streets - rutted and gravel-strewn. Sidewalks line some blocks but not others. The housing is inconsistent here - we see more signs of deterioration as we travel east across 82nd. Plastic-covered windows, screen-doors hanging from hinges, peeling paint, and sagging shingles are visible signs of decay.

As we travel into the Montavilla neighborhood to the north, we note a change in the neighborhood character. There are still problems with roads and sidewalks, but there is more of a sense of neighborhood here. Along 86th street we find that houses are small, set close to each other on small lots. Narrow streets provide a setting for the people we see working on their cars or their yards.

As we head west again, we cross the flood of traffic on 82nd Avenue. Fast food restaurants, car lots, discount shopping, motels, and accountant and insurance offices are just part of the variety of commercial uses, much of it regional in nature, that characterize the segment of 82nd Avenue that divides planning district 3. "Mom and Pop" type neighborhood stores cluster on Stark Street, just west of 82nd, at the eastern gateway to Mt. Tabor. The smell of pizza drifts across the area. We see people on the street here and what appears to be a lively neighborhood center.

In the Montavilla neighborhood west of 82nd, the housing is mixed - both multi-family and single-family, with no one predominant style, although much of the single-family housing appears to be of 1930s to 1940s vintage, with a few 1950s and 1960s ranch-style houses interspersed.

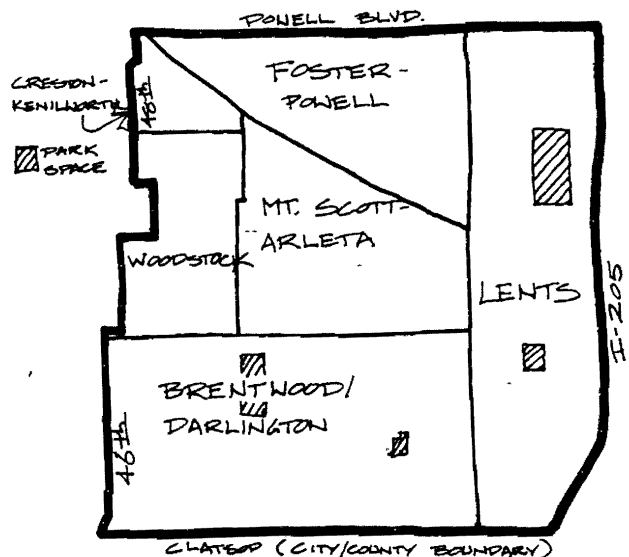
PLANNING DISTRICT 4

Planning District 4 consists of Brentwood-Darlington, Lents, Mt. Scott-Arleta, and portions of Woodstock, Foster-Powell, and Creston-Kenilworth. The area recently annexed to the city appears to have the most indications of deteriorated housing, as well as inadequate streets and sidewalks. The Woodstock shopping district appears to offer a good range of neighborhood services to the area, although there is a lack of small markets and services in the southeastern portion of the district. The major arterials in the area, Powell, and 82nd Avenue, are developed with regional and auto-oriented businesses.

Traffic is heavy on Powell Boulevard, the major arterial that bounds planning district 4 on the north, and cars whiz by the strip development of convenience stores, fast food restaurants, ethnic markets, and apartments that line it. It is surprisingly quiet just a few blocks south of Powell, in the triangle of land defined by Powell, Foster Blvd. and 82nd Avenue. Modest yet well-maintained single-family homes predominate. There are a mix of architectural styles and vintages, but it appears most homes were built in the late 1930s to the late 1950s. There is a mixture of one-story bungalows and two-story wood-frame houses. Construction of new single-family homes on a flag lot is going on near a park. The area is fairly intensely developed and there are few vacant lots.

Traffic is not as heavy on Foster as on Powell, but there is a similarity to the mix of uses that line it. We notice more pawn shops here, and fewer thriving enterprises. Some of the store front facades are garish, although the buildings, particularly around 72nd, retain some of what must have been their earlier charm as a neighborhood shopping area. There is a boulevard treatment and landscaped median strip between Holgate and Foster at 72nd. The homes that line it are substantial and most of them are well-maintained. For the first time, we notice only partially improved streets off the arterials. We notice how our perception of the area changes as we approach the gravel-lined streets. We see more deterioration and less "pride of ownership".

South of Foster on 72nd we pass a mixture of two-story apartments with parking lots fronting the street. We have seen few examples of attractive multi-family housing. Further south are Mt. Scott Park and Community Center, an oasis of well-tended lawns and tall fir trees. The homes around the park are attractive - some brick homes, a Victorian is being remodeled. South of 72nd, north of Woodstock we notice smaller lots, and cyclone fences flush to the sidewalk. There is an inconsistency in the housing setbacks. On one block we see three or four houses in a row that look like manufactured homes - they are



DISTRICT 4

not. There are many small homes here, no more than two-bedrooms. In the area between 72nd and 52nd, we find patches of well-maintained blocks, and patches of housing in need of repair. The area is quiet - again there are stands of trees, and little through traffic. We find a corner house, fronting partially improved and rutted streets on both sides, with signs of recent and expensive remodeling. On Woodstock itself we find a mix of small brick courtyard style apartments, duplexes, and single-family homes in the area.

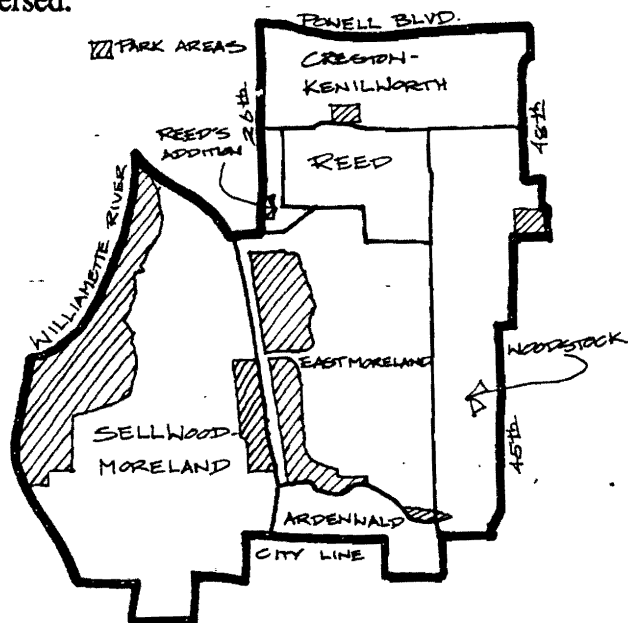
Traveling south on 52nd we reach Duke Street and find a huge compound, the home of the Apostolic Faith Church. The grounds have a number of small cabins for summer visitors. As we wend our way through the narrow, in many cases, rutted streets surrounding the center, we have to remind ourselves we are in the city. There is a rural flavor - in one area of meandering streets near Johnson Creek Boulevard, we find cows grazing, a horse, and a flock of chickens. In the same area we find rusted out cars and washing machines sitting in untended yards. There are areas where we feel out of place, uncomfortable, and insecure. Boarded up windows and doors mark more than one home - some have HUD foreclosure signs in front. Scattered throughout this area there are tar paper shacks and houses on piers and posts. A small complex of wood-frame cabins that reminds us of photos we have seen of migrant housing. Houses we think must be vacant have children's bicycles in front of them. People must live there.

Where would you shop if you lived here, we ask ourselves. There are a few markets dotting Flavel Street east of 52nd. Some neighborhood services are interspersed among the mixed uses along 72nd street. Between 72nd and 82nd we head north from Flavel Drive on a rutted road, the worst we have seen so far. To our surprise, we find a small, well-tended Jewish cemetery set in the middle of a residential area. We have noticed more vacant lots, and more irregular lots in this area than in any other. We attribute this to the recent annexation of most of the area to the City. There do not appear to have been consistent front-yard setbacks. As we get closer to Woodstock we notice signs of recent street and sidewalk improvements - much of the area south of Woodstock lacks sidewalks.

In the area south of Woodstock Boulevard, east of 45th, there are many nice parks, with some abutting the schools. We pass an adult soccer match at Brentwood Park, otherwise the streets are quiet. Approaching 92nd and Foster, we can see that I-205 bisects the neighborhood. The commercial area near 92nd and Foster has heavy traffic, and little on-street parking. The housing around Lents Park appears to be well-maintained, if modest, with clusters of dilapidated housing interspersed.

PLANNING DISTRICT 5

Planning District 5 is one of the most diverse districts in Southeast Portland, encompassing most of Sellwood-Moreland, Eastmoreland, Reed, and parts of Creston-Kenilworth and Woodstock neighborhoods. Brick mansions, houseboats, and carefully rehabilitated bungalows make up the housing stock. The area has many natural resources and public recreation facilities to make it attractive for residents, as well as tourists. Neighborhood-oriented commercial districts at Woodstock and Moreland provide services for the nearby housing.



DISTRICT 5

The Willamette River forms the western boundary of Planning District 5 and of the Sellwood neighborhood. From the border of Sellwood Park, we look out over the bluff and Willamette Park. Houseboats of one- and two-stories, are moored near the Sellwood Bridge. Just to the north of us is the Oaks Bottom Wildlife Refuge. We see signs of rejuvenation here - fresh paint, new construction, and well-tended yards and gardens. People are strolling through and around the park - some with dogs, some deep in conversation. The view lots have large stately homes overlooking the bluff. Some of the homes in the interior show signs of wear.

As we head south and east into Sellwood, there is a gradual change away from the small-scale residential character. A large senior center at 17th, eight stories or so, dominates the skyline. The houses are smaller and there are more signs of deterioration. The Sellwood area is fairly densely developed with little vacant land. Sellwood School and Johnson Creek Park provide patches of green space in the area. Across the railroad tracks at the southern boundary of Sellwood, we pass through pillars marking the entrance to Garthwick, a secluded enclave of impressive homes situated on large lots, and set well back from a complex of curving streets.

From Sellwood, we head north to Westmoreland, a neighborhood that stretches along a number of north-south transportation corridors. Between the river and Milwaukie Avenue, along the river bluff, is a mix of housing, older single-family and apartment houses of more recent vintage. A pedestrian-oriented and neighborhood scale commercial district clusters around the intersection of Milwaukie and Bybee. Larger apartment complexes appear more frequently farther north on Milwaukie, and along 17th Avenue to the east, outnumbering single-family homes. There is a pocket of well-maintained single-family housing between 17th and McLoughlin Blvd. Despite the heavy flow of traffic on both sides, the area is tranquil.

As we cross over McLoughlin Boulevard, we enter the stately neighborhood of Eastmoreland. Large Tudor-style homes sit on manicured lawns that slope down to street-level. With Eastmoreland golf course and Crystal Springs Rhododendron Gardens to the west and south, and an impressive Reed College campus to the north, the area is buffered from heavy commuter traffic and industrial or commercial conflicts. Tree lined streets and a wide landscaped median down Reed College Place add to the sense of stability and prosperity that characterize the area. Smaller bungalow homes appear more frequently on the eastern border of Eastmoreland. Business is brisk at the little neighborhood market near the eastern fringe, the only evidence of commercial activity in the area. At the southern border of Eastmoreland, near Johnson Creek, are a small number of houses tucked away in the natural growth of Creek. This area lacks sewers and improved roads and the homes here show signs of needing repair.

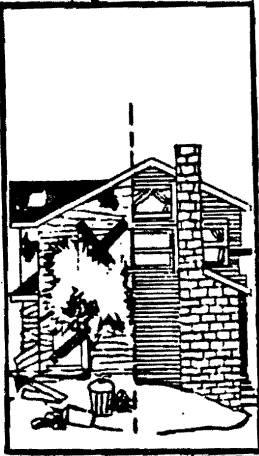
To the north of Reed College lies a subdivision of newer predominantly one-story homes. Protected from through traffic by transportation corridors on Steele and Holgate, the neighborhood is quiet and residents are walking along the streets. There are a number of large apartment complexes at the western edge of Reed that appear to be well-defined and separated from the single-family homes. We learned that this was once the site of Lambert Gardens, a large stately public garden.

As we travel through the northern portion of District 5, we find more high-density housing, and light industrial development. The Creston-Kenilworth neighborhood, which is bordered by Powell Boulevard, shows signs of deterioration in the housing near Powell. Along Powell we have noticed a few Asian and Vietnamese stores, and in one apartment complex see a group of Asian adults playing volleyball. Trees tower over Creston Park and shade an empty swimming pool. We note that planning district 5 has many recreational and

natural resources - more than any other area of southeast Portland. There are few people in the Park today - it appears to be cut off from the residential area to the south of it.

As we head south again, completing the route that takes us through district 5, we enter the Woodstock neighborhood. The Woodstock commercial strip appears to be the heart of the neighborhood. We see few vacant store fronts and many cars and people in the district. The homes around it are modest, usually one-story homes. There are more unimproved roads here than in the rest of the district - most of them on east-west streets. The unimproved streets must discourage traffic through the area because it is quiet - almost rural in character. The Woodstock district has signs of both deterioration and investment. It provides a transition between the affluent Eastmoreland area to the west and the lower-income Brentwood-Darlington area to the east.





GOALS, POLICIES AND RECOMMENDED ACTIONS

HOUSING PLAN GOAL AND SUPPORTING POLICIES

Goal: To affirm the right to quality, affordable housing in Southeast Portland as a pre-condition to individual and social economic well-being, cultural diversity and neighborhood identity

Policies:

Housing Quality

Recognizing that housing quality is essential to individual and community well-being, maintain and improve the condition of existing housing stock, and encourage the provision of quality new housing.

Affordable Housing

Recognizing the housing needs of a diverse population, promote and maintain an adequate supply of quality housing at price ranges and rent levels consistent with local needs and resources.

Local Focus and Neighborhood Identity

Recognizing that residential living is improved through a strong neighborhood focus and identity, promote locally focused commercial and cultural activities to enhance unique neighborhood characteristics.

Urban Services and Facilities

Recognizing the relationship between urban services and the provision of quality affordable housing, provide appropriate infrastructure facilities.

POLICY A: Housing Quality

Recognizing that housing quality is essential to individual and community well-being, maintain and improve the condition of existing housing stock, and encourage the provision of quality new housing.

Introduction

It is well documented that quality housing stock is important for a healthy neighborhood. At its most basic level, housing quality addresses the fundamental health and safety standards deemed essential for a modern society. Quality living conditions can have a positive impact on the surrounding neighborhoods, while poor housing quality can limit investment in the area. Visual observations and analyses of the 1980 Census of Population and Housing data indicates that a variety of housing conditions exist within the Southeast neighborhoods. Often well maintained houses are on the same block with others in need of rehabilitation or replacement. These conditions have created a disincentive for new, quality housing investment in parts of Southeast Portland.

Findings

- Over 45% of the existing housing units in Southeast were built prior to 1940.
- During the period 1980 - 1985, Southeast Portland experienced a net gain of 9 single-family residences and 160 multi-family units as a result of new construction and demolitions.
- There are currently approximately 940 vacant single-family homes in Southeast neighborhoods.
- The mean value of housing units in Southeast Portland ranges from approximately \$32,000 to \$79,000. The mean for all of Southeast is approximately \$46,500. The mean for the city as a whole is \$55,000.

Conclusions

Southeast Portland has seen virtually no net growth in single-family homes over the first half of this decade. In addition, while quality new multi-family housing construction has been strong in suburban Portland, little investment has occurred in Southeast. New investment, including both rehabilitation of existing structures and the construction of new housing, must increase if Southeast Portland is to remain a vital residential community. In addition, it is important all new units meet a reasonable quality standard. Our vision for Southeast Portland is quality living conditions for families of all income levels.

POLICY: A - Housing Quality

Recognizing that quality housing is essential to the individual and community, maintain and improve the condition of existing housing stock and encourage quality new housing.

Objective A1. Promote new and existing single and multi-family rehabilitation programs maintaining a rich diversity of housing stock for future residents.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Develop newsletter spotlights on home rehabilitation successes within the neighborhood.	5	NA	all				
2. Encourage restoration, rehabilitation and preservation of buildings identified in the Portland Historic Resource Inventory.	5	NA					
3. Initiate neighborhood level housing quality study for Southeast Portland. Utilize Neighborhood Assessment Guide.	5	NA					
4. Lobby the City and the PDC for increased attention in Southeast, focusing on Urban Homestead opportunities and low-interest loans for rehabilitation.	5	NA HCD PDC					
5. Encourage HPLO to assist low-income residents of historic housing to seek national historic register status.	20	NA HPLO					
6. Have annual awards recognizing residential rehabilitation efforts.	5	NA					
7. Encourage the formation of additional non-profit housing organizations to rehabilitate existing housing and provide alternatives.	20	NA CC					
8. Market the existing HCD/PDC housing rehabilitation programs to interested homeowners.	5	HCD NA PDC	1		3	4	5

Objective A1. Promote new and existing single and multi-family rehabilitation programs maintaining a rich diversity of housing stock for future residents.

Recommended Actions (continued):

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
9. Expand the HCD Fix-A-Block program to make exterior repairs to a full block of single family homes.	5	NA HCD	1			4	
10. Promote renovation of housing by educating the public on clearly identified financing strategies, investment alternatives, and neighborhood success stories in housing improvement. Assist homeowners and apartment owners with grant and loan applications.	5	REACH PDC	1		3	4	
11. Apply for National Historic Registry status for Laurelhurst neighborhood.	5	NA		2			
12. Utilize volunteer corps such as vocational/educational programs, Federal programs (VISTA and other), and supervised work-release programs to rehabilitate housing stock.	5	NA PPS	1		3	4	



Objective A2. Encourage the improvement and maintenance of rental housing.

<i>Recommended Actions:</i>	Suggested Time Impl. Years Agency	District 1 2 3 4 5	
1. Establish a "Good Neighbor" policy between neighborhoods and rental-property owners to develop guidelines and a working relationship to achieve this objective.	5	NA	all
2. Develop incentives for landlords to upgrade and change residential exteriors, making them more aesthetically pleasing.	5	NA	
3. Create outreach effort to include renters in community activities and neighborhood associations.	5	NA	
4. Encourage absentee landlords to utilize property management companies.	5	NA	
5. Encourage reinvestment in quality, older rental housing stock.	20	NA	1 2 5

Objective A3. Create financial incentives for quality new housing development

<i>Recommended Actions:</i>	Suggested Time Impl. Years Agency	District 1 2 3 4 5	
1. Create a reinvestment strategy working with banks and realtors.	5	NA PDC PBH NBA	all
2. Study the use of property tax abatement to determine whether developers can be induced to invest in quality medium density housing where zoned appropriately.	5	NA PDC HAP	1 3 4
3. Conduct a market analysis for Southeast Portland to assess new housing potential.	20	NA PDC	3 4
4. Encourage planned unit developments (PUD's) and zero lot line developments as density incentives to offset costs and increase the quality of the housing developed.	20	PPB PD	1 3 4 5

Objective A4. Encourage energy efficient new housing stock. Promote increased energy efficiency in existing stock.

Recommended Actions:

	Suggested		District				
	Time Years	Impl. Agency	1	2	3	4	5
1. Promote "Super Good Cents Homes" (energy efficient homes).	5	NA PGE	all				
2. Promote and encourage the use of tax breaks for rehabilitation efforts to increase energy efficiency.	5	HAP SDE PUC					
3. Enforce the City's solar access ordinance.	5	PPB PBB					
4. Promote the use of innovative new construction techniques that will increase energy savings.	20	NA REACH PDC PBB					
5. Make uniform building codes more flexible and performance oriented with regard to energy efficiency.	20	PBB SDC					
6. Promote and utilize efficient sources of home heating such as solar energy and natural gas.	20	NA HAP PDC PUC					
7. Work with the City and developers to encourage lot orientation to take advantage of natural energy savings such as topography, trees, orientation to the sun, etc.	20	NA					

Objective A5. Promote design standards that ensure compatibility between neighborhood uses, especially between single and multi-family housing structures.

Recommended Actions:

	Suggested		District				
	Time Years	Impl. Agency	1	2	3	4	5
1. Establish neighborhood design guidelines for new and existing development.	5	NA PBP	all				
2. Promote zoning designations adjacent to commercial centers and along arterials to attract multi-family housing.	5	PBP					
3. Promote zoning which allows mixed uses along commercial streets with residential housing above.	5	PPB REACH					
4. Develop a housing council for Southeast Portland that would be a consultant for design, development and other housing concerns of the area.	20	UPLIFT PBB					

UPA LIBRARY

Objective A6. Discourage high levels of abandoned and vacant housing to improve neighborhoods and reduce crime.

<i>Recommended Actions:</i>	Suggested		District				
	Time Years	Impl. Agency	1	2	3	4	5
1. Implement at the earliest possible time the recommendations of the Mayor's Task Force on Vacant and Abandoned Housing.	5	NA PDC REACH HAP	all				
2. Research a property tax structure that would increase the holding cost of vacant and abandoned housing.	20	PBB					
3. Develop a list of absentee owners to inform them of neighborhood concerns and activities focused on vacant housing.	5	NA	1		3	4	

Objective A7. Support the enforcement of building and nuisance codes.

<i>Recommended Actions:</i>	Suggested		District				
	Time Years	Impl. Agency	1	2	3	4	5
1. Create a funding mechanism where fines obtained from code inspection and enforcement support enforcement actions.	5	NA PBB	all				
2. Advocate a proactive approach such as immediate fines which would be waived if cleaned up within 30 days.	5	NA PBB					
3. Encourage neighborhood groups to supply information on flagrant violators of building and nuisance codes to Bureau of Buildings.	5	NA					
4. Require inspections at the time of sale for all residential properties.	5	PBB					

POLICY B: Affordable Housing

Recognizing the housing needs of a diverse population, promote and maintain an adequate supply of quality housing at price ranges and rent levels consistent with local needs and resources.

Introduction

The provision of a variety of housing types at differing costs is necessary to create the rich mixture of cultures, lifestyles and family types that form a healthy city. The effects of failing to provide affordable housing alternatives reach beyond the boundaries of purely economic aspects into the social fabric of the community.

Findings

- 47% of Southeast Portland's households live in rental housing.
- Of these residents, 54.3% are categorized as being overburdened by the cost of housing.
- The largest concentrations of excessive rent burden are found in the northwest and south-central portion of the study area.
- The average household income in 1980 dollars necessary to purchase an average Southeast Portland house would be approximately \$20,500; only 32% of the area's households fall above that income level.
- Affordability problems appear particularly acute in the northwest corner of the area.

Note

The affordability of housing was measured by examining the cost of available housing in relation to local median income, providing a ratio that could be compared to typical housing costs throughout the U.S. An accepted ratio of income to total annual costs for single family dwellings is approximately 28%. For rental units, the cost of housing is considered to be manageable if it remains at or below 25% of total income. Using these indices, in conjunction with census data, it was possible to determine if the cost of housing in SE Portland placed a greater burden on the residents, than what is generally considered excessive.

The procedure for calculating an affordability index for owner-occupied housing was slightly more complex. The premise was based upon determining what percentage of the Southeast Portland residents could afford to purchase a house of average value. Elements of the cost of housing included the land, structure, financing, and maintenance costs, as well as property taxes. The acceptable level of cost as a percent of income was reached after examining the approach in which banks and other lending institutions structure their home loans. Essentially the institutions limit loans to individuals so they spend less than 28% of their annual incomes on housing. Census information was then used to calculate the number of houses in the area, their value, and a portion of the average costs of maintaining them in the Southeast Portland area.

The results of the analysis indicate that: greater than half (54%) of all renters in Southeast Portland pay in excess of 25% of their income to cover housing costs. Since approximately half (47%) of all households in the Southeast area are renters, roughly one quarter of the area's inhabitants could be considered to be "overburdened" by the cost of housing; and, for owner-occupied housing units, the annual cost of owning and maintaining the unit exceeded 28% of the owners annual income for approximately one-third (36%) of the owner occupied housing stock.

Conclusions

Overall, the results of this study have shown a need for greater attention to the provision of affordable housing within Southeast Portland. In total, over 61% of all households in S.E. Portland can be categorized as being "overburdened" by housing costs using these measures. Low vacancy rates within the area combined with a great potential for development are seen as forces that may lead to even higher rent levels in the future. Although the methodology cannot accurately assess the impacts of future developments or the actual level of burden, these findings lead to a conclusion that this issue is an important one for the Southeast Community.



POLICY B: Housing Affordability

Recognizing the housing needs of a diverse population, promote and maintain the availability of an adequate supply of quality housing units at price ranges and rent levels which will satisfy the need for housing.

Objective B1: Promote and maintain housing for handicapped, elderly, single parents, and other special needs populations.

<i>Recommended Actions:</i>	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Support design guidelines for new multi-family development that allows for greater elderly and handicapped access.	5	NA	all				
2. Promote home ownership by offering low-interest loans to the handicapped and single parent families.	20	HCD HAP					
3. Enlist a volunteer group with skills necessary to do appropriate minor adaptations to housing units enabling the elderly and handicapped to stay in their homes.	5	NA					
4. Establish a council of neighborhood representatives and social service providers for the education and outreach ensuring that special needs groups are better accepted into the community.	5-20	UPLIFT					
5. Provide an information clearinghouse for accessible units.	5	UPLIFT					
6. Explore possibility of HCD funding to provide and improve sidewalk access for elderly and special needs populations.	5	PDC					

Objective B2: Identify development incentives for quality affordable housing.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District 1	2	3	4	5
1. Advocate mixed-use development, including housing, within commercial zones.	5-20	PPB	all				
2. Permit performance zoning in conjunction with design guidelines for multi-family housing.	5	PPB					
3. Promote existing tax-abatement policies as incentives for new multi-family housing.	5	PDC					
4. Educate homeowners on tax deferrals for elderly and special needs population.	5	UPLIFT					
5. Encourage development of row housing as infill development and replacement housing.	5	PDC					
6. Provide computer generated fact sheets of financing strategies and loan rates available, including: PDC, HCD Local Improvement Districts, historic preservation funds, and possible matching grants.	5	UPLIFT NA					
7. Encourage zero lot line, flexible parking requirements and other density incentives to off-set costs.	5	PPB					
8. Lobby the City of Portland, PDC or the state and federal governments for increased attention to housing redevelopment in Southeast Portland through expansion of programs such as the Urban Homestead Program and REACH or other non-profit housing development corporations.	5-20	UPLIFT CITY	3 4				
9. Establish an urban renewal district that captures I-205 corridor and anticipated commercial and industrial growth, and that dedicates a significant portion of tax increment revenues to the development of low and moderate income housing opportunities.	20	PDC PPB					

Objective B3: Allow for zoning flexibility with regard to housing location, type and density.

<i>Recommended Actions:</i>	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Reduce off-street parking requirements for new or rehabilitated mixed use commercial and residential developments on major transit streets.	5	PPB	all				
2. Allow the use of manufactured housing with neighborhood-compatible exterior siding and roof material on infill lots.	5	PPB					

Objective B4: Encourage non-traditional means of providing needed affordable housing.

<i>Recommended Actions:</i>	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Encourage alternative types of housing such as co-housing, echo housing, and shared housing.	5-20	PPB NA REACH	all				
2. Introduce options of collective housing investment and land trusts.	5-20	PPB NA					
3. Encourage the conversion of unused commercial structures to residential and mixed uses.	5-20	PPB PD					
5. Encourage large employers to set up programs to guarantee housing loans for their employees.	5-20	PDC NA					

POLICY C: Local Focus and Neighborhood Identity

Recognizing that residential living is improved through a strong neighborhood focus and identity, promote locally focused commercial and cultural activities to enhance unique neighborhood characteristics.

Introduction

Strong neighborhood identity is a combination of community pride, a sense of belonging and the ability to participate in shaping the neighborhood. This has a positive effect on housing. Thriving community centers, schools, parks, local cafes and grocery stores, help enhance neighborhood identity. These amenities results in an active housing market, increased employment opportunities, and provide places for residents to shop and socialize.

Findings

- Twenty of Southeast neighborhoods have fewer licensed businesses per capita than the City of Portland (73.9).
- Local services, such as pharmacies, grocery stores, and childcare services are necessary to keep elderly and single-parent families in the neighborhood.
- Revitalization efforts in other neighborhoods through coordinating neighborhood groups and development organizations, such as in St. John's and Northwest Portland, can be a model for Southeast Portland.
- The 1980 City of Portland Comprehensive Plan identifies ten park-deficient areas in Southeast Portland.
- The Hawthorne Commercial District can be a model for developing other commercial districts in Southeast.

Conclusion

Southeast Portland's rich neighborhood history provides an excellent background for enhancing residential livability through the formation of unique, thriving neighborhood areas. In selected areas the region has done this, but many areas lack the most basic elements of a community focus such as shops within walking distance of residences. The recent revitalization of Hawthorne Blvd. can serve as an excellent example of locally oriented commercial activity enhancing neighborhood livability.

POLICY C: Neighborhood Focus

Recognizing that residential living is improved through a strong neighborhood environment, promote locally focused commercial cultural and service activities, and facilities to enhance neighborhood characteristics

Objective C1. Encourage working partnerships between neighborhood groups, realtors, and merchants to develop strategies for community enhancement.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Survey neighborhood residents and Business Associations to determine local commercial and service needs	0-5	NA NBA	all				
2. Create a fact sheet for homeowners and absentee owners emphasizing the advantages of continuing investment in Southeast neighborhoods.	5-20	NA	1			4	5
3. Coordinate with neighborhood paint, hardware, and garden stores to promote reinvestment with possible discounts to neighbors.	5-20	NA	1	2			5
4. Promote a neighborhood tour which would focus on the architectural diversity and historic themes of the neighborhood.	0-5	NA					
5. Investigate the feasibility of starting a non-profit community development corporation made up of neighborhood residents whose goal is to provide both job training and neighborhood services to area residents; establish a cooperative grocery store, provide job training through housing rehabilitation for area youth through Fix-A-Block programs.	6 mo.	NA ONA PDC			3	4	5



Objective C2. Promote locally focused activities that will strengthen neighborhood associations.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Encourage broadly-based contacts and information systems which can be accessed through S.E. Uplift Neighborhood Coalition. Develop neighborhood brochures with information on schools, parks, businesses and services for new residents.	5-20	UPLIFT NBA			all		
2. Make out-reach efforts to residents, including those in multi-family complexes and property owners of large rental units, to participate in neighborhood association activities.	5	UPLIFT NA					
3. Hold community-wide festivals and launch public relations and marketing campaigns to highlight positive characteristics of neighborhoods. Use Hawthorne District as a model.	6 mo.	NA					
4. Revitalize presently inactive neighborhood associations, such as CENTER and Reed.	5	UPLIFT		2			5

Objective C3. Satisfy neighborhood commercial needs with pedestrian-oriented retail districts

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Promote the application of mixed-use development in both residential and commercial zoning for neighborhood commercial areas.	5-20	NA PPB	1				
2. Develop a design concept for the following commercial areas: Glisan (east of 60th) and Stark (east of 70th). This would include building facades, painting schemes, signs, street tree plantings, and sidewalk planters that enhance sense of neighborhood commercial district.	5-20	NBA		2	3		
3. Enhance a pedestrian focus through curb cuts and sidewalk extensions. Improve commercial presentation through street and store signage, storefront improvements, and plantings and benches in the Moreland business district at Bybee and Milwaukie and in the Sellwood business district.	5	PPB BES					5
4. Utilize on-street parking, corner curb extensions, trees, and compatible building presentation to create commercial corridor for Antique Row on Tacoma St. between 13th and 17th Ave.	5-20	NA PDOT					
5. Promote development of the Portland Traction Trolley to transport residents and shoppers; advocate stops near 13th and 17th Aves. to enhance pedestrian access to the Sellwood Business District.	5-20	METRO PDOT ODOT					

Objective C3. Satisfy neighborhood commercial needs with pedestrian-oriented retail districts

Recommended Actions (continued):

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
6. Control commercial encroachment south of Powell Blvd. in Creston-Kenilworth and encourage quality residential development.	5-20	REACH	all				
7. Improve commercial presentation east of 39th Ave. on Woodstock by use of signage and storefront improvements.	5-20	NA NBA					
8. Promote pedestrian-oriented commercial activity north of Woodstock on 42nd Ave. to complement the promotion of the area as residential for the active elderly.	5-20	NA NBA					

Objective C4. Limit non-residential traffic in residential areas.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Create traffic circles where appropriate to slow non-residential traffic on local streets.	5	NA PDOT	all				
2. Advocate construction of a new bridge between Milwaukie and Lake Oswego to reduce traffic on Tacoma and Spokane Sts. and 13th and 17th Aves. and reduce usage of Sellwood as a traffic corridor for Clackamas County commuters.	5-20	ODOT					
3. Promote and support the development of the Portland Traction Trolley with a park and ride station near its intersection with the McLoughlin light rail line.	5-20	NA PDOT METRO					
4. Remove designation of Milwaukie Ave. at McLoughlin Blvd. southbound as an "Exit" to discourage use of Milwaukie Ave. as a traffic corridor. Designate 17th as a traffic corridor. Install left-turn signals at 17th Avenue and McLoughlin Blvd.	5-20	PDOT NA					

Objective C5. Encourage neighborhood scale mixed use development.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Advocate a change in the mixed-use zoning designation that promotes home-based commercial enterprises and street-level shops with living quarters on upper floors.	5-20	PPB CC	all				
2. Promote financial incentives for owners who live in mixed-use structures in commercial areas.	5-20	PDC					
3. Promote medium-density residential zoning and mixed use residential areas to create a buffer between low-density residential and commercial districts.	6 mo.	NA					

Objective C6. Develop design standards that promote compatibility within and between commercial and residential areas.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Apply a boulevard design concept along major traffic corridors within Southeast Portland. Create a boulevard zoning and overlay that promotes a consistent design application for curb extensions, traffic patterns and landscaping.	5-20	PPB PDOT	all				
2. Encourage development of design review procedures for all residential and commercial zoning designations with an emphasis on compatibility between building styles and uses.	5-20	PPB					
4. Define business district unity within commercial corridors by installing benches and planters matching the architectural integrity and history of commercial district and residential areas.	5-20	BES NBA					

Objective C7. Encourage locally oriented recreational, cultural, service activities.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Work with the City park bureau and Portland school district to promote cultural activities in the school facilities (gym, auditorium, etc.) on weekends and in the evenings.	5	PPR PPS	all				
2. Promote awards for neighborhood businesses who are conscientious of the physical and social needs of the neighborhood.	5-20	NA	1				
3. Organize annual clean-ups and encourage absentee landlords to participate.	5	NA					
4. Conduct a feasibility study for the development of a major recreational facility in the Lents neighborhood, similar to Tualatin Hills in Beaverton.	5	NA PPB				4	
5. Encourage Block Homes for children, after-school classes and programs, and a volunteer corp. to help tutor in schools.	5	NA					
6. Expand parks to increase services, ie. baseball facilities or par course (see Glossary).	5	PPB					

Objective C8. Promote opportunities for local employment to increase and maintain residential stability and investment.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Investigate potential for an urban renewal district in the I-205 Corridor, including Foster/I-205 interchange and rail line.	20	PDC NA				4	
2. Promote Foster Rd. as an incubator for small business development.	5	PDC NBA					

Objective C9. Support policies that attract families and promote safety in the neighborhoods.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Advocate use of lighting and selective landscaping to enhance safety. Monitor at a neighborhood level.	0-5	BES NA	all				
2. Encourage Portland Police Dept. to maintain a walking beat through Laurelhurst, Mt. Tabor, and streets adjacent to parks.	5	PBP NA					
3. Develop a marketing plan for the area to attract first-time home buyers. Emphasize potential strengths of the area such as affordable housing, proximity to schools, parks, and quiet streets.	5-20	NA					
5. Maintain strong ties between schools by promoting mutual publicity of activities and access to resources and information.	5	PPS NA	1	2			5



POLICY D: Urban Facilities and Services

Recognizing the relationship between urban services and the provision of quality affordable housing, provide appropriate infrastructure facilities.

INTRODUCTION

The Southeast Portland community should maintain the substantial investments in public facilities that already exist and should plan and finance new facilities to serve the community in a timely, orderly, and efficient manner. Public facilities include streets, sewers, water, parks and other infrastructure improvements. Much of outer Southeast Portland has only recently been annexed into the city. As a result, large sections of the district are without adequate street and sewer improvements. This can have a negative effect on the quality of life for residents in these neighborhoods.

FINDINGS:

- Water costs have been reduced by up to 40% for those customers who have been annexed to the City of Portland.
- Residents in Brentwood-Darlington lack adequate water services. The water district in Brentwood-Darlington was dissolved and its assets and liabilities were transferred to the city.
- Many Southeast neighborhoods are inadequately served by parks and open space.
- Most unimproved streets are found in the outer Southeast areas recently annexed by the City.

CONCLUSION

The City of Portland has substantial investment in public facilities, including roadways, sewer and water systems, and parks. Future growth should be directed to maximize the use of these facilities, and appropriate new investments should be made, particularly in the outer areas. Existing facilities in older neighborhoods must be maintained and upgraded. Preventative maintenance is almost always less costly than replacement. Maintenance of the existing infrastructure also encourages private sector investment in the community.

POLICY D: URBAN SERVICES AND FACILITIES

Recognizing the relationship between urban services and construction and maintenance of affordable housing, provide adequate and appropriate infrastructure facilities.

Objective D1: Facilitate the on-going process of sanitary sewer connections and water service improvements.

<i>Recommended Actions:</i>	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Put the following areas on the sewer connection schedule: A. southern Woodstock south of Crystal Springs Blvd. B. Brentwood-Darlington southwest of Flavel	5	BES				4	5
2. Educate residents about the County's safety net and financing alternatives for sewer connections.	5	NA			3	4	5
3. Advocate separate systems to handle sanitary sewers and storm water run-off.	5	BES			3	4	
4. Expedite scheduled upgrading of water pipes to City standards	5	BES	1			4	

Objective D2: Promote neighborhood cohesiveness through the availability of sufficient open space and parks.

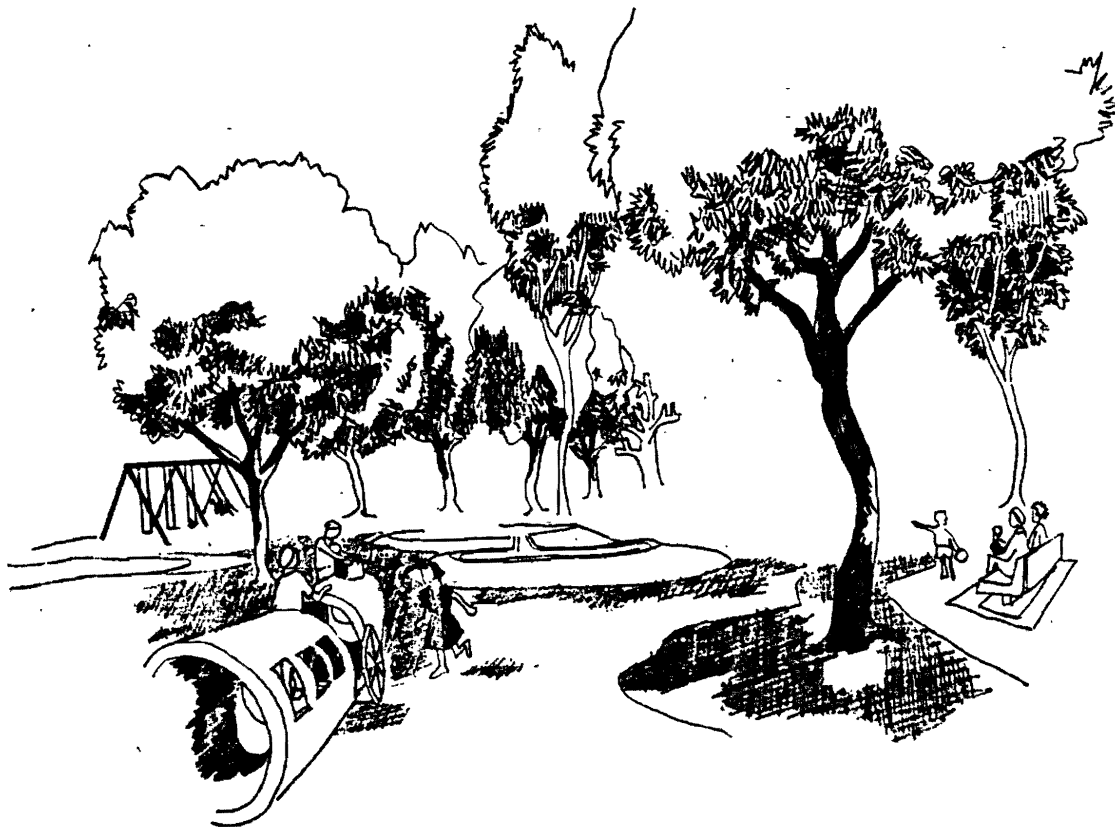
Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Investigate the availability of HCD, Oregon Community Foundation, Fred Meyer Foundation and other grant sources for park development.	5	NA	all				
2. Identify sites for parks and acquire them through funding and land use incentives in park-deficient areas, such as Kerns, Richmond, Sunnyside, HAND and Buckman.	5	NA PPR					
3. Link large residential development requirements with open space/park provision.	20	NA PPB					
4. Oppose Johnson Creek highway and preserve Johnson Creek as a greenway and rail transit corridor.	5	NA METRO PDOT PPR	4 5				
5. Repair bridge access to Montavilla Park.	5	PPR NA	3				
6. Expand Parker Field for use as a first class little league baseball facility.	5	PPR NA PPS	4				
7. Develop Harney Park for neighborhood use, perhaps with a par course.	5	PPR NA					
8. Explore the establishment of a major recreational complex, similar to the Tualatin Hills complex, in Outer Southeast.	20	PPR UPLIFT					
9. Create a park north of Powell near Cleveland High School. The boundaries of the proposed park site would be Franklin, between 28th and 35th, Powell between 28th and 29th, Waverleigh between 29th and 31st, Powell between 31st and 33rd, and Waverleigh between 33rd and 35th.	20	PPR	5				
10. Open up southern border of Creston Park to provide better access for neighborhood residents.	5	NA PPR	5				
11. Continue efforts in the Eastmoreland and Woodstock neighborhoods to re-open Tideman-Johnson Park.	5	NA PPR					

Objective D3: Identify methods to upgrade the condition of unimproved streets.

Recommended Actions:

	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Inventory unimproved streets.	5	NA PDOT			3	4	5
2. Utilize funding alternatives for financing street improvements, such as: Local Improvement Districts, Impact or User fees for new projects in unimproved areas, or grants, or tax increment financing for improvements in areas identified in the inventory.	20	PDOT PDC					
3. Consider other alternative uses for unimproved streets, such as small parks, pedestrian and bike ways, etc.	5	NA PPR PDOT					
4. Investigate alternative standards for street improvement which incorporate topography needs, etc., in full street buildout.	5	PDOT					



Objective D4: Promote and improve pedestrian and bicycle access within and between neighborhoods with considerations for special needs populations.

Recommended Actions:	Time Years	Suggested Impl. Agency	District				
			1	2	3	4	5
1. Increase the provision of sidewalks, curbs, and curbcuts particularly in residential areas and around residential care facilities.	5	HCD BES	all				
2. Utilize traffic controls, such as speed bumps, Woonerfs, traffic circles, signs, etc. on residential streets.	20	NA PDOT					
3. Coordinate pedestrian improvements with business associations and encourage the creation of a design theme to facilitate pedestrian traffic.	5	NBA NA PPB					
4. Develop the 40 Mile Loop for pedestrian and bicycle uses.	5	PPR			3	4	5
5. Emphasize the demarcation along city designated bike lanes.	5	PPR PDOT	1				
6. Designate pedestrian ways along these streets: Ankeny, Morrison, Clay, Carruthers, Grand Avenue, 20th, 26th, 28th, 39th, 41st, Stark, Brooklyn, Salmon, and Belmont.	20	PDOT PPR					
7. Hold a design competition to develop a pedestrian access plan for OMSI.	5	NBA OMSI PDC					
8. Connect neighborhood parks and open spaces through pedestrian way linkages. This could include a pedestrian bridge over Sandy Blvd., linking southern Kerns with the Benson High School Campus and Lloyd Center.	20	PPR BES	1	2	5		

A 50-Year Vision

In 50 years, Portland will be a much different city. It will be three times its current size. The population within the Southeast Portland area will be integrated with low- and high-income populations from a variety of racial and ethnic backgrounds. Growth will be accompanied by appropriately designed mixed-use development focusing on the neighborhood and community. Centers of commerce, social services, and entertainment will be created within the area, integrated with the present neighborhood system. Citizens will increase their independence from the daily commute to the store or office, placing more emphasis on the family unit and the issues of the community. Community centers will become the distribution points of city support services such as the provision of wellness programs and environmental services (water, sewers, electricity, and mass transit), making the connection with the city proper less significant.

As the average life span of the citizenry has been extended and the need to relocate for job opportunities has diminished, the extended family will have regained its importance. Communications technology and the energy shortage will have advanced to the stage where most work that needs to be done can be done near or at "home". There will always be the economies of scale or the personal preference that requires an office, either for manufacturing purposes or the need for "hands on" work. Rather than locating these types of structures within single-use areas, they will be incorporated within large retail facilities, or other mixed-use environments. Quality single- and multi-family housing will remain and become interspersed with row housing, duplexes, four-plexes, mixed-use areas, and, along commercial corridors, interconnecting apartments in mid-rise buildings.

The five regions in this report will evolve in slightly different ways. These are as follows:

District 1

The Lloyd Center and Central City Plans will have increased the commercial and service sector popularity of the lands north of Sandy Blvd., west of 12th and north of Powell Blvd. The historic district along Grand Avenue will be a focus of commerce with new, large business buildings taking advantage of the waterfront access that has been created by the movement of I-5. Gentrification is a constant threat for the historic buildings taking advantage of the waterfront access that has been created by the movement of I-5. An industrial sanctuary will be provided for the large regional manufacturing firms that now exist north of Sandy (including Jantzen Sports Wear and Franz Bakery). The light industrial area west of 12th will expand to new industrial areas along I-205 and outer Powell Blvd. as well as Rivergate and Columbia South Shore.

The residential character will be forced to change due to the increasing property values. The service sector triangle will become an attractive nightlife area, much like sections found in Northwest Portland today. It will service the Lloyd Center and Convention Center crowd. Condominiums, apartment buildings, and four-plexes will be located from Pine south to Hawthorne and between 12th and 33rd. Ladd's Addition and Colonial Heights will retain their single family residential quality through historic district designation and neighborhood revitalization projects.

Boulevards and pedestrian corridors along Morrison, Hawthorne and Burnside will have been enhanced, providing residents easy access to down- town businesses and

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services. A trolley car will be installed again on Belmont, enhancing the historic theme of the Boulevard.

The remaining development from 12th to 60th and from Stark to Powell will consist of mixed-use buildings and housing types. Neighborhood service centers will provide a source of community activity and will reflect the ethnic and local character of the neighborhood. Mixed-use residential housing has become more attractive as independent shop owners work out of their homes, aid in the upkeep of the housing stock, and assist in maintaining the residential character of the area.

District 2

Laurelhurst will retain much of its single family residential feel due largely to its historical designation. Problems created by the increases in property and housing values have been offset by allowing duplex renovations, home occupations and mixed-use housing. Glisan will support a regional commercial area between 60th and 82nd. Expanded neighborhood retail centers will provide linkages between existing neighborhoods, such as CENTER with Laurelhurst on Glisan Street and Mt. Tabor with the other two neighborhoods on Stark. Mt. Tabor will maintain its attraction as a regional park and become an increasingly high priced residential area. The Belmont trolley will increase access to the park, enhancing the quality of the area while promoting quick inner-urban service. The Belmont historic district supports a wide range of community needs.

District 3

Interstate 205 will become a major commercial corridor for Portland. It will support a local light rail line and a west coast magnetic train, which will run from San Francisco to Seattle. The commercial area around the I-205 Mall will expand and merge with 82nd Avenue businesses. The area will be supported by shuttle busses from the mass transit centers. Neighborhood retail shops will provide a viable local marketplace along the island area between 82nd and 72nd on Stark and Washington. Light industrial and service sector businesses will have located in the Northeast corner of this district, between Burnside and the Banfield Freeway, to take advantage of the train and interstate access.

District 4

Within 50 years this region will become a sound residential area as well as a strong light industrial and commercial area. The Lents commercial districts located along S.E. 82nd and 92nd Avenues will become more viable, developing regional attractors such as antique dealerships housed in renovated mixed use buildings along Foster Road.

Light industrial parks, oriented towards the Clackamas/Sunnyside area as well as to Portland, will thrive in the South Lents and Brentwood/Darlington neighborhoods. Proximity to this employment base will make the surrounding residential areas more attractive, spurring reinvestment in the area. The social and economic mix will be broader, and land values will increase. Alternative methods of affordable housing provision will help offset this and maintain an equitable mix.

Expanded mass transit corridors along I-205 will provide direct access to regional trade nodes in Lents and Montavilla, encouraging reduced reliance on Portland as a whole.

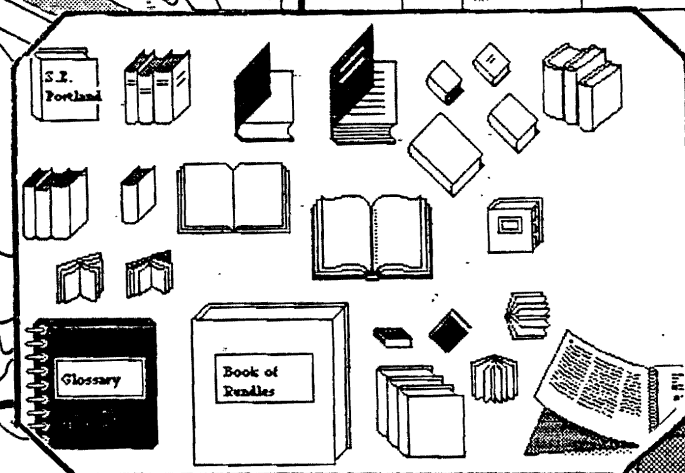
Additionally, the Johnson Creek Greenway will provide east-west transportation through a traction trolley, linking the east side with the downtown. The area will become a popular resting spot for hikers and tourists on the 40-Mile Loop.

District 5

Co-housing and vest-pocket parks will incorporate suburban renewal with greenways, such as Johnson Creek, Reed College, and the Rhododendron Gardens. This linked causeway will provide the framework for the Reed and Woodstock neighborhoods, establishing locations for community services, the continuing education programs at Reed College, and commercial nodes located tangentially to this urban nature pathway.

Eastmoreland will remain a strong residential neighborhood. The establishment of convenience apartments within the large, single-family residences, or echo housing on the large lots, will allow continued extended family use. Restrictions on exterior alterations will have maintained the continuity of the housing stock, while allowing the structures to be used for a variety of uses. Neighborhood committees will work together to design and develop compatible commercial nodes providing necessary community services.

Sellwood-Moreland will stand out as an example of what can be done to create the community of the twenty-first century. The Traction Trolley and McLoughlin Avenue electro-mag train, as well as the river transport system, will provide access to downtown, while locally oriented commercial nodes will supply a neighborhood focus. There will be a variety of housing types, ranging from the mid-rise, full-floor apartments to co-housing arrangements to multi-faceted island housing in the river. Through the efforts of the Sellwood-Moreland Improvement League a sense of community will have been established and nurtured.



GLOSSARY

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BES: Bureau of Environmental Services.

CC: Portland City Council

Co-housing: Shared living arrangements where common areas like sun rooms, courtyards, and play areas are shared. Also shared are maintenance and improvement of buildings.

Curb Extension: Planting area between the edge of the sidewalk and the curb.

Echo Housing: Separate housing units for elderly, handicapped, and other less mobile persons that are located on a single family lot. Echo housing allows for independent living, while giving easy access to caregivers.

HAP: Housing Authority of Portland

HCD: Department of Housing and Community Development

HPLO: Historic Preservation League of Oregon

METRO: Metropolitan Service District

Mixed-use Development: Complementary and integrated uses of structures. Allows for the development of compatible housing within commercial districts, generally at a decreased price due to the shared costs of construction.

NA: Neighborhood Associations

NBA: Neighborhood Business Associations

ODOT: Oregon Department of Transportation

OMSI: Oregon Museum of Science and Industry

ONA: Office of Neighborhood Associations

Par Course: A trail with a series of exercise stations used for athletic training.

PBB: Portland Bureau of Buildings

PBP: Portland Bureau of Police

PD: Private Developer

PDC: Portland Development Commission

PDOT: Portland Department of Transportation

Performance Zoning: Zoning codes which are based on whether building structures meet standards of performance, rather than limiting the types of structures that can be built.

PGE: Portland General Electric

PHA: Portland Housing Authority

PPB: Portland Planning Bureau

PPR: Portland Parks and Recreation

PPS: Portland Public Schools

PUC: Public Utility Commission

REACH: A private non-profit housing corporation located in Southeast Portland.

Row Housing: Three or more units attached by adjoining side walls which completely separate the interiors. There is separate exterior access to the units.

SDC: State Department of Commerce

SDE: State Department of Energy

Shared Housing: Shared living arrangements where certain facilities such as laundry, kitchen, lounge or recreation, and open space are shared while residents maintain private living quarters.

Tri-Met: The transit authority that services the Portland metropolitan area.

Vest-Pocket Park: Small parks sited either independently, or along bike/pedestrian paths.

